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ABSTRACT

After outlining the purposes and approaches of the eight titles contained within the Comprehensive Employment and Training Act (CETA), and reviewing local, state, and federal roles in implementing CETA programs, this paper presents the results of a survey of selected California Prime Sponsors and community colleges with CETA programs. The study focused on: the composition and functions of the advisory board; administrative provisions for coordinating programs; Sponsor contracts; liaison with employment development departments; and the programs themselves. The study revealed many different ways to establish and operate a CETA program and provide for local, interagency involvement, but stressed the importance of close communication between the management staff of all agencies so that CETA regulations and the potential for conflict with college policies can be fully understood. There were numerous training programs which segregated CETA employees/students from non-CETA participants, though the study revealed that such segregation did not serve the legislative intent as effectively. A final conclusion of the study stressed the need for legislative action in order for community colleges to participate fully in CETA training efforts and expand their service to youth who are out of school, but under 18. Appendices contain a glossary, survey questions, and a bibliography. (MB)

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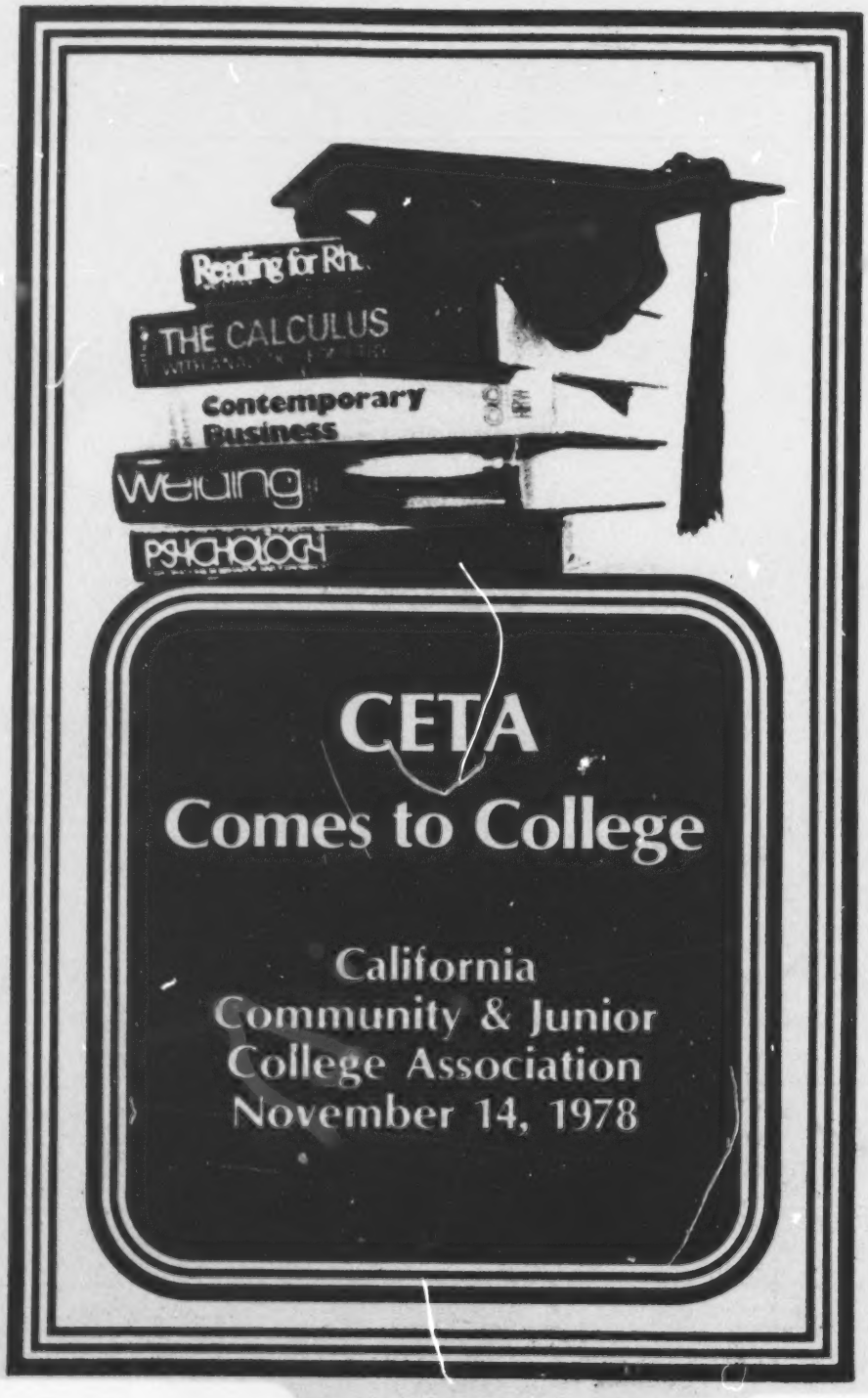

CETA Comes to College

California Community & Junior College Association
November 14, 1978

JC 790 204

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PROGRAM

CCJCA Conference Workshop

Session II - Tuesday, November 14
10:30 a.m. - Noon

CETA: What is the Community College Role?

Edna Froehlich, Chairperson CCJCA Commission on Vocational Education Ad Hoc Committee on CETA	Introductory remarks
J.D. Cronin, Specialist on Occupational Education CETA Representative Chancellor's Office California Community Colleges	Brief description of Chancellor's Office efforts 1978-79 CETA
Arthur Douglas Associate Regional Administrator for Area Operations, Region IX	Highlights of CETA nationally; Status of re-authorization legislation; comments on CETA in community colleges
Thomas M. Bogetich, Executive Director California Advisory Council on Vocational Education	Description of CACVE study of CETA relationships to vocational education; Overview of findings
Dennis Brown, Director Office of Marin County Employment and Training	How standards and programs were established by Prime Sponsor, 1973-78; CETA's relationship to the community college
Richard Handley, Dean Vocational Education Fresno City College	History of CETA at Fresno City College; 1978-79 Chancellor & Administrative Council involvement
Beatrice Cossey Rockefeller Fellow College of San Mateo Member, Santa Clara County CETA Advisory Board Conducted CCJCA Ad Hoc Committee survey	Explanation of CCJCA Commission Study; Closing remarks

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PART I

What is CETA?

I. Purpose and Approaches of Employment and Training Program

The Comprehensive Employment and Training Act (CETA) was signed into law by the President on December 28, 1973. It was designed to provide "job training and employment opportunities for economically disadvantaged, unemployed and underemployed persons," to enable them to secure and retain self-sustaining, unsubsidized employment. It is administered by the Department of Labor. CETA is the chief vehicle for manpower development and training programs, replacing the Area Redevelopment Act (ARA) of 1961, the Manpower Development and Training Act (MDTA) of 1962, the Economic Opportunity Act (EOA) of 1964, and the Emergency Employment Act (ERA) of 1971. Unlike the federally administered program efforts of the preceding 12 years, CETA offers a flexible, decentralized system of comprehensive and decategorized training and employment subject to federal agency oversight.

CETA Prime Sponsors are units of state and local government responsible for operating CETA employment and training programs to serve the needs of their communities. Prime Sponsors are generally one of the following: states; cities or counties with populations of at least 100,000; or combinations of units of government called consortia, in which at least one member jurisdiction has a population of 100,000 or more. The Secretary of Labor may also designate additional sponsors if he/she determines that they have a special capacity for carrying out CETA programs within certain labor markets or rural areas with high unemployment. States may act as balance-of-state Prime Sponsors for smaller areas (usually rural) within their boundaries that are ineligible to become Prime Sponsors in their own right.

Prime Sponsors are responsible for determining local needs and providing programs designed to meet those needs through such activities as classroom training, on-the-job training, work experience, public service employment, counseling, testing, job development, child care, and other supportive services. Sponsors can arrange to provide these services directly or through contracts or sub-grants with such organizations as the state employment service, vocational education agencies, community groups, or private firms. They are also responsible for monitoring and evaluating programs to insure that they meet local needs.

II. Titles, Funding and Eligibility

The act (as amended) contains the following eight titles:

Title I

The purpose is to provide employment and job training opportunities for the economically disadvantaged, unemployed and underemployed. An economically disadvantaged person is defined as a member of a family that receives cash welfare payments or whose annual income in relation to family size does not exceed the poverty level determined in accordance with criteria established by the Office of Management and Budget. (The most recent poverty-level income figure for a non-farm family of four in the continental United States is $5,850.)

An underemployed person is one who is working full-time, but whose salary is below the officially determined poverty level. Title I creates a decentralized program structure, placing the authority to plan and operate a flexible system of manpower services— including training, employment, counseling, testing, and placement— in the hands of Prime Sponsors.

For Title I, section 103 of CETA prescribes that 80 percent of the appropriated funds be distributed to Prime Sponsors on the basis of the number of unemployed persons and the proportion of low-income families in each Prime Sponsor's area, as well as its proportionate share of employment and training funds received in the previous year. The remaining Title I funds are distributed as follows:

- 5 percent for grants to Governors for vocational training services;
- 4 percent to Governors for flexible State activities;
- 5 percent for incentives to encourage the formation of consortia;
- 6 percent for the discretionary use of the Secretary of Labor.

Title II

The purpose is to provide unemployed and underemployed persons with transitional employment in jobs providing needed public services in areas of "substantial unemployment" (defined as areas having 6.5 percent or more unemployment). The program is administered in the same decentralized manner as programs carried out under Title I.

Under Title II, 80 percent of the funds appropriated are distributed to Title I Prime Sponsors in a manner that takes into account the number of enemployed persons within their jurisdictions. The remaining 20 percent is distributed at the discretion of the Secretary of Labor, taking into account the severity of unemployment within eligible areas.

Any person living in an area of substantial unemployment who has been unemployed for at least 30 days, or is underemployed, is eligible to participate in Title II programs.

Title III

The purpose is to provide additional employment and training services to such special groups as Indians, migrant and seasonal farm workers, offenders, youth, and others whom the Secretary of Labor determines to have particular disadvantages in the labor market. This title also provides for research, demonstration, and evaluation programs to be administered by the Secretary. Funds are provided through Federal grants to Title I Prime Sponsors and/or private, non-profit organizations. Grants are awarded through a competitive process. Through legislative action in July of 1977, Part C has been added to Title III for Youth Employment and Demonstration Programs.

Subpart I: Youth Incentive Entitlement for Pilot Projects

Fifteen percent of total available funds to Prime Sponsors by application to the Department of Labor. Projects are to demonstrate and test various approaches that will guarantee jobs and/or training for economically disadvantaged youth aged 16-19 in school or willing to return to school.

Subpart II: Youth Community Conservation and Improvement Projects

Fifteen percent of total available funds to Prime Sponsors by application to the Department of Labor. Projects designed are mandated to coordinate with in-school or classroom training for academic credit for youth aged 16-19 with "severe handicaps in obtaining employment."

Subpart III: Youth Employment and Training Programs

Seventy percent of total available funds to Prime Sponsors for general Title I activities targeted to youth aged 16-21 (in some instances 14-15). All but 10 percent of youth served must be from poverty-level families.

Title IV

This title contains continuing authority for the Job Corps, originally authorized under Title I-A of the Economic Opportunity Act of 1964. This is the only national manpower program that retains a separate identity under CETA.

Title V

The purpose is to establish a National Commission for Manpower Policy to serve as an independent policy advisory group with responsibility for examining manpower questions and suggesting to the Secretary of Labor and Congress particular means of dealing with those questions.

Title VI

This title (created by the Emergency Jobs and Unemployment Assistance Act of 1974) provides for a large temporary program of emergency public service employment specially designed to help ease the impact of high unemployment generated by the recession of 1974-75.

Under Title VI, 90 percent of the funds appropriated are distributed to Prime Sponsors on the basis of the number of unemployed persons living within the Prime Sponsor's jurisdiction and the number of such persons living within areas of substantial unemployment. The remaining 10 percent is distributed by the Secretary of Labor, taking into account changes in the rate of unemployment.

Any person who resides within the Prime Sponsor's jurisdiction and has been unemployed for at least 30 days— 15 days under certain conditions— or is underemployed is eligible to participate in the Title VI program.

Title VII

This title replaced the original Title VI when the Energy Jobs and Unemployment Assistance Act of 1974 became Title VI. It provides for the General Provisions of the Act, including the definitions used in the Act, the provision for publication of rules, regulations, and guidelines in the Federal Register, conditions applicable to all programs, and the provision for records, audits and reports.

Title VIII

The Young Adult Conservation Corps is part of the new youth legislation passed in July 1977. Seventy percent of the available funds will be for programs administered by the Agriculture and Interior Departments for unemployed youth aged 16-23. Thirty percent of the available funds is earmarked for subcontracts with state or local government and/or public or private non-profit organizations.

III. The Local Role

CETA requires each Prime Sponsor to establish a Planning Council with representation from all segments of the community, including (to the extent feasible) client groups and community-based organizations, the public employment service, education and training institutions, the business sector, labor, and where appropriate, agriculture.

The functions of the Planning Council are:

(1) To submit recommendations to the Prime Sponsor regarding program plans, basic goals, policies and procedures.

(2) To monitor and objectively evaluate employment and training programs in the Prime Sponsor's jurisdiction.

(3) To provide for continuing analysis of employment and training needs.

(4) To provide an easily accessible channel of communication between the Prime Sponsor and the community.

(5) To improve the utilization and coordination of the delivery services under CETA and other social services programs in the Prime Sponsor area.

IV. The State Role

The state role under CETA is multifaceted, encompassing the function of program operator, coordinator and evaluator. Functions are summarized as follows:

(1) To provide services to the balance-of-state areas that do not fall within the jurisdictions of independent Prime Sponsors.

(2) To provide services under the special provisions of Title I vocational funds (5 percent), statewide manpower services funds (4 percent), and incentive funds (5 percent).

(3) To appoint a manpower planning council representative of the geographic area to be served.

(4) To provide staff support to the council.

(5) To establish a planning process which insures equitable services for all jurisdictions in the Prime Sponsor area.

(6) To establish an appeal procedure.

(7) To promote cooperation between the business community, labor, client groups, and community organizations in order to meet the employment and training needs of the Prime Sponsor area.

V. The Federal Role

The role of the Federal government can be characterized as one of "oversight." The legislative intent of CETA was one of decentralization, of shifting responsibility from the Federal Government to the local level. While there is a strong and active Federal role at all stages of planning, review and implementation, the day-to-day operations and decision-making are retained at the State and local levels.

The four most significant elements of the Federal role are summarized as follows:

(1) To establish national objectives, priorities and performance standards.

(2) To provide technical assistance.

(3) To review and approve plans.

(4) To assess and evaluate performance.

PART II

Survey of Selected California Prime Sponsors & Community Colleges

Summary of Findings

As set forth in Part I of this report, CETA offers a decentralized, nationwide mechanism for making available training programs and employment opportunities for the economically disadvantaged, unemployed and underemployed. It is administered through Prime Sponsors, which are responsible for determining local needs and providing programs to meet those needs through classroom training, on-the-job training, work experience, public service employment, counseling, testing, job development, child care, and other supportive services.

To determine how CETA Prime Sponsors are currently operating in California, and to acquaint community college administrators with the overall management of a CETA program, the CCJCA Commission on Vocational Education authorized a task force survey of selected Prime Sponsors from across the state, which was conducted during the summer and fall of 1978. It is hoped that the survey findings, summarized here, will encourage community college administrators to become more actively involved with CETA on their own campuses and use the information which follows to develop new CETA training programs.

By legislative definition, Prime Sponsors must be units of local government with jurisdiction over a population of 100,000 or more, with the exception of unincorporated areas with smaller total populations (which are served by a State Prime Sponsor) and Indian reservations (which are Federally administered).

The areas and Prime Sponsors surveyed for the purpose of this study were:

City of Anaheim
Ventura County
Santa Clara County/
City of San Jose Consortium
City of Fresno
City of Sunnyvale
Marin County
CETA subcontractors, including representatives from Fresno Community College, Oxnard Community College, the Marin Community Colleges, and Foothill-DeAnza Community College District

Although Prime Sponsors must be units of local government, there is no stipulation as to how local they must be: town, city, township, county, or a consortium combining elements of each. The make-up and representation of the Prime Sponsors surveyed varied from area to area. The Santa Clara County and City of San Jose Consortium is made up of five members— three county supervisors and two city councilmembers. The Fresno Prime Sponsor is a seven-member body: one representative from each of three cities, three county (district) representatives, and one county-at-large representative. In Sunnyvale, the six-member city council and mayor make up the City Prime

Sponsorship. The Marin County Prime Sponsor represents a cooperative agreement by the elected officials of 11 cities, the Board of Supervisors, the Chamber of Commerce, and the Labor Council. A manpower commission, made up of representatives of five cities, acts as the Anaheim/North Orange County Prime Sponsor. Information on the make-up of the Ventura County Prime Sponsor and the Indian Prime Sponsor within that county was not available.

Advisory Boards

A CETA Prime Sponsor functions with the active participation of an Advisory Board, which has as its role:

- to maintain continuous needs analyses for employment and training programs;
- to recommend to the Prime Sponsor a series of goals, objectives and priorities; and
- to monitor and evaluate the training and employment programs that are developed and funded.

Initially, Prime Sponsors designated by the Department of Labor selected the Advisory Boards and vested them with three major responsibilities:

(1) to determine how future Boards would be selected;
(2) to initiate the charter and annual schedule of activities;
(3) to evaluate the results of program development and service efforts.

All Advisory Boards are required by CETA regulations to include representation from business, industry, education, community-based organizations, and the Employment Development Department. In addition, the Board's racial and ethnic composition must reflect that of the community or area it is intended to serve. The Advisory Boards in the areas surveyed had the following make-up:

Santa Clara County/City of San Jose: functions with an Advisory Board made up of 22 voting members. Fifteen members constitute an executive task force, which allows for decision-making with a reduced quorum. Originally, Advisory Board members were selected by the Prime Sponsor. Now that the Board is established, its members select new representatives to fill vacancies. Any member who misses three consecutive meetings is dropped from the Board. (See Table I)

Ventura County: has an Advisory Board made up of 11 regular members and 11 alternates who vote only at the committee level. Regular Advisory Board members are selected by the Board of Supervisors, and they in turn recommend alternates for approval by the Board of Supervisors.

City of Anaheim/North Orange County: has an Advisory Board made up of 23 members appointed by the manpower commission, which solicits letters of application from local organizations.

City of Sunnyvale: has 15 community representatives on its Advisory Board. The six city councilmembers each appoint two representatives, and the mayor appoints the remaining three members.

City of Fresno: functions with a 13-member Advisory Council, with representatives serving two-year staggered terms. The first single-term appointments were apportioned by lots.

Marin County: the Marin Employment and Training Council has 10 members representing education, business, agriculture, local government, labor, minorities, women, veterans, the Board of Supervisors, the Chamber of Commerce, and the Employment Development Department. Five members are stipulated to be elected officials from within the county.

Although an Advisory Board is not empowered to make final decisions on fiscal matters, it is responsible for establishing the philosophy, policy and procedures to be followed by the Prime Sponsor. Monies are allocated to a Prime Sponsor by the Department of Labor according to a formula based on population and unemployment data. An additional 5 percent allocation is provided to consortia as an incentive to consolidate administrative functions. Subcontractors assume responsibility for project operations, but the ultimate fiscal responsibility always rests with the Prime Sponsor. Since the Prime Sponsor by definition reflects political entities, it is at this point that politics plays a crucial role in the development and selection of programs and the distribution of funds.

Administrative Provisions

The Department of Labor requires that a Prime Sponsor submit an employment and training plan with two major components: an annual plan, and a Master Plan which serves as a long-term operating charter. The Master Plan must describe the geographic and demographic characteristics of the population to be served, along with a comprehensive labor-market data analysis, an assessment of economic conditions, and information on potential job-employment growth projections. It must also include long-term goals for the improvement of labor market and economic conditions.

An important aspect of the plan is the description of methods established to insure non-duplication of education and training efforts by existing programs and facilities (both public and private, including community colleges) and CETA-funded programs operating in the area. The plan must provide for and document on-going consultation with these various agencies, a provision that is not satisfied merely by including an agency representative on a Prime Sponsor's board. Administrative regulations state explicitly that Prime Sponsors are to coordinate efforts with a community college's federally funded programs in order to avoid duplication of spending.

Through a joint, coordinated effort, administrative representatives of the Fresno Employment and Training Commission, Reedley College, and Fresno City College developed a 1979 annual plan to serve five counties (Fresno, Kern, Madera, King and Tulare), as detailed in Table II. This plan has been suggested by the Deans of Vocational Education at San Joaquin Valley, South Bakersfield, West Hill, Reedley, and Fresno City Colleges to serve as a model for making CETA a priority item on a President's or Chancellor's agenda.

Contracts

Terms of contracts entered into by Prime Sponsors must be in compliance with CETA regulations and Department of Labor regulations. They must also be compatible with the overall goals, objectives and policies of the Prime Sponsor.

The Prime Sponsor establishes a separate manpower agency which performs the necessary administrative and executive functions and is accountable to the Prime Sponsor. Subcontractors apply for program funds through a competitive bid process (RFP) through the manpower agency; they are selected by and responsible to the Prime Sponsor. Ideally, all agreements, both financial and non-financial are formal ones. Orange County writes two- or three-party agreements when RFPs are submitted jointly. Subcontractors are allowed to serve as brokers for services with the prior approval of the Prime Sponsor, and some Prime Sponsors have asked that subcontractors serve in that capacity. Examples of such subcontractors are Santa Clara County's Social Planning Council, Fresno's arrangement with the Employment Development Department, and the City of Sunnyvale's agreement with the Foothill-DeAnza Community College District (in which case the college district was requested to provide the entire training component of the CETA project). Marin County has had a freeze on subcontractor agreements over the past year, although some agents can serve as brokers. All of its agreements and contracts are on a formal basis.

Employment Development Department

To increase active and skilled employment within the private sector is to remove some of the burden created by the growing number of public workers. The State Department of Health and Welfare coordinates efforts to achieve this goal.

The Employment Development Department (under Health and Welfare's auspices) functions as a job developer— it elicits or solicits active participation by small businesses and provides technical and training assistance to help participating companies become involved with CETA. Thus, on-the-job training is made available to support community college educational training programs.

Fresno's Employment Development Department plan (see Table III) provides an excellent example of such support services and cooperative CETA efforts.

Programs

From December 1973 to September 1978, CETA legislation was divided into eight titles, each title addressing different employment needs: training, youth employment, public service employment, etc. Prime Sponsors are held responsible and accountable under each title. Since 1977, CETA has created 6 million new jobs in the nation; overall unemployment has been reduced from 7.6 percent to 6.2 percent; and teenage unemployment has been reduced from 18 percent to 16.3 percent.

Much of this improvement can be attributed to Title II (Initiative Programs) and Title VI (Public Service Employment). In 1977 these programs were expanded: Title II received $5.24 million, and Title VI, $3.18 billion.

The City of San Jose (population 500,000), part of a consortium with Santa Clara County, elected to use only Title VI (Public Service Employment) funds in its CETA program. This approach is significant because a number of drawbacks became apparent, mainly that a high percentage of funds must be used to pay higher wages for on-the-job workers than for participants in other types of training programs. Therefore, the number of persons trained per dollar spent becomes much lower. Secondly, more time is often spent training workers on the job, and participants tend to remain in a program

longer. Finally, evaluation procedures based on short-term cost effectiveness appear to be biased against on-the-job training programs— they examine the expenditures per participant, or the number of persons served per dollar spent, but do not take into account the fact that CETA Titles II and VI are tools for changing the state of the local labor market. Long-term changes in individuals' employability are not given adequate weight in the evaluation process.

These drawbacks are offset by the City of San Jose's recognition that many individuals in need of CETA program services need a record of successful employment for a period of time before seeking work in the open labor market. Many of the persons involved in the program are young people, ex-offenders, veterans, handicapped, new college graduates, and unemployed professionals whose jobs were rendered obsolete by industry trends. These individuals need a "track record," communities need their CETA-sponsored services, and the area needs the increased purchasing power brought about by the higher wages.

The process for CETA placement in the City of San Jose is as follows. The city department in need of CETA employees places a request with the Budget Office, which enters into a formal contract agreement with the individual employee. All city CETA workers are employed and paid on an entry-level scale (81 percent are paid with city funds in excess of the $10,000/year maximum federal salary), and they are placed under the jurisdiction of the city's Personnel Department, not segregated as CETA employees. As of fiscal year 1977, 148 CETA workers became regular city employees after having completed their CETA training. As of fiscal year 1978, all CETA employees of the city were placed on one-year contracts with their respective departments. One additional development is worth noting: the joint city/county Prime Sponsor Board has challenged San Jose's policies on the grounds that the city's program appears to attract college graduates who do not reflect ethnic minority representation in the county.

The process for providing CETA programs and employees in Marin County is set up on a different basis. The College of Marin has a paid CETA coordinator on campus and has been involved in pre-vocational CETA training programs (through the college Learning Center) for the past four years. When the college identifies a program eligible for CETA support, a concept paper is written to the director of the CETA office, who then follows up with a needs assessment and the necessary program development. The college is provided with support staff and equipment to assist in making services available to students— there are currently four staff persons who report to the college's Director of Special Services, but are contracted for and paid by the County Employment and Training Board. The contracts are established by proposals, submitted from individual departments directly to the Training Office. This kind of coordinated effort reflects the intent of the CETA regulations.

College of Marin CETA students can enroll in two-year programs and receive CETA stipends for the entire (two-year) training period. The instructor records the time put in by each CETA student, and the CETA counselor either picks up the students' checks or mails them to the college. Since its Special Services program was started in 1970 with approximately 140 students, the college has expanded its services to the extent that this year 2,000 students are involved in the program. Many CETA trainees are served through the program and receive the same assistance provided to "regular" students.

The Youth Community Conservation Improvement Project (YCCIP) is also conducted on the College of Marin campus, serving students that have been screened by the Manpower Office and referred to the college. In addition, the Manpower

Office uses the college as a resource for basic education, instruction in English as a second language, and testing for the entire county population. Officials felt that by using existing facilities and avoiding unnecessary segregation of CETA participants, they have been afforded an opportunity to serve more people more effectively, even when higher-cost, special emphasis programs have been implemented.

Conclusions

As a result of this survey, it became apparent that there are many different ways to establish and operate a CETA program and provide for local, inter-agency involvement. However a community college's subcontracting agreement is reached, it is crucial that there be close communication between all agencies' management staff so that CETA regulations and their potential for conflict with college policies can be fully understood. Close attention should be given to a college's built-in time schedules and the constraints those schedules might produce.

There were numerous training programs surveyed which segregate CETA students/employees from non-CETA participants, although it is apparent that such segregation does not serve the legislative intent as effectively. It is important that community colleges insure that CETA students are not discriminated against in terms of the services and educational product they receive. Some colleges have separated CETA students from regular students by awarding only non-transferable credit for CETA training program study, when the legislative guidelines specifically state that CETA students, like regular students, should earn transferable credit for their course work. College administrators should make sure that this subtle, but significant form of segregation does not occur. Two programs examined closely in the course of this study— those of the City of San Jose and College of Marin— had excellent results when CETA participants were not segregated from "mainstream" students and workers. College of Marin went so far as to eliminate any separate record-keeping and tallies of CETA students: while the CETA office knows exactly who and how many CETA students are on that campus, the college itself considers them in the same light as regular students.

Finally, it is apparent that legislative action is needed if community colleges are to participate fully in CETA training efforts and expand their service to youth who are out of school, but younger than the college minimum entry age of 18. Community college administrators should consider this built-in constraint and work to eliminate it if they hope to take full advantage of the opportunities CETA presents.

TABLE I

SANTA CLARA VALLEY EMPLOYMENT AND TRAINING BOARD STAFF COMMENTS

BY-LAWS OF YOUTH COUNCIL

Article I - Purpose

1. Youth Council reports to Advisory Council only, not to Board. (97.705)(b)(2)

2. Their purpose is only "advise the prime sponsorship in the setting of basic goals, policies, and procedures. It shall make recommendations regarding program plans and provide for continuing analyses of needs for employment, training and related services in such areas," and make recommendations on such to the Advisory Council. (95.13)(c)(2)

   "The Youth Council shall, at a minimum, make recommendations to the planning council (Advisory Council) with the respect to the planning and review of all program activities....and shall review the proposed agreements with local educational agencies under YETP." (97.705)(b)(4)

   They are not to make recommendations on particular programs or funding levels.

3. The Youth Advisory Council is to advise - not to advocate. Advocacy dissolves the reputability of a supposedly non-biased Youth Council.

Article II - Election of Members (Section 1)

In consultation with the planning council, SCVET Board shall make appointments to the Youth Council (97.705)(b)(1). Youth Council can make their recommendation for appointments to the Advisory Council, staff will comment, Advisory Council will then recommend appointments to the Board.

Article II - Qualifications of Members (Section 8)

The membership of the Youth Council currently may not comply with the regulations in their youth participation. "Youth Council members shall include youth (14 - 21) who are participants in, or eligible for, YETP." (97.705)(b)(1)

Article III - Quorum (Section 4)

A quorum should consist of one more than 50 percent of the Youth Council. (Currently 12 members needed for quorum.) This will coincide with the Advisory Council's determination of a quorum.

Article IV - Election and Term of Office (Section 2)

Election of officers shall be approved by the Advisory Council each year.

Article IV - Removal (Section 4)

Removal of officers shall be approved by the Advisory Council.

Article IV - Chairperson (Section 5)

If the Youth Council wants their chairperson to be an ex-officio member of the Advisory Council, it is expected that he/she attend all Advisory Council meetings on a regular basis.

Article V - Planning Committee (Section 1)

Any committee appointed by/from the Youth Council shall report back to the Youth Council and shall have no authority of its own.

Article V - Other Committees (Section 2)

Other committees may be designated by a majority of the members present, but may not be designated at the discretion of the Chairperson.

TABLE II

Annual Plan 1978-79

Fresno Employment and Training Commission

DISCUSSION AGENDA

6-22-78 - FCC President's Conference Room - 9:00 - 10:30

I. ANNUAL PLAN

A. Objectives

1. People to be served.
2. Assessment of job opportunities.

B. Results and Benefits Expected

C. Approach

1. Program activities/services.
2. Delivery agents/linkages.

II. WHAT LEVEL OF PARTICIPATION?

A. District
B. Reedley College
C. Fresno City College (VTC)

III. HOW WILL THE COORDINATION/MANAGEMENT TAKE PLACE?

A. Questions:

1. District answering RFP's?
2. Each college answer RFP's?
3. Request for reimbursements?
4. Monthly reports (progress)?
5. Absent or attendance reports?
6. Administrative/budget responsibility?
7. Supervision and project implementation?

IV. WHAT TYPE OF CHANGES SHOULD BE MADE FOR AN ACCEPTABLE R.F.P.?

A. Cost to be Covered

1. Administration/budget.
2. Supervision.
3. Instruction.
4. Facilities rental.
5. Equipment rental.
6. New equipment.
7. Indirect cost.
8. Transportation.

RH/pn
6-21-78

State of California Health and Welfare Agency

TABLE III

MEMORANDUM

To: Date:

File No.:

From: Employment Development Department

Subject: Employment Development Department/Jobs Education and Training Services Program

The State of California operates the Employment Development Department/Jobs, Education and Training Services program in Fresno City and County. The program is funded by the Fresno Employment and Training Commission (FETC) with federal funds through the Comprehensive Employment and Training Act (CETA)

Services Provided:

The EDD/JETS program is funded to provide such services as:

1. Outreach and Intake of CETA eligible clients.

2. Assessment of clients, including aptitude, interest and achievement testing and test interpretation.

3. Development of an Employability Development Plan. This is a plan to list the steps a client will take to progress from where they are to the point of being ready to enter the labor market.

4. Referral to training components such as Vocational Training, Education Review, and Job Finding Training. The staff of our program monitors the client's progress during this time.

5. Placement of the client in a permanent full time job. This may be an unsubsidized placement or on-the-job training (O.J.T.)

Clients of our program may receive some or all of these services. The services provided to any client are determined by the needs of the client and our ability to pay for those needed services. We try to provide only those services that are necessary to help the client get a permanent full time job. This means we serve as many clients as possible with our limited funds.

Eligibility for Services:

The EDD/JETS program uses federal guidelines to determine if an applicant for the program is legally eligible for services. Those guidelines are:

1. Must be a resident of Fresno County

2. Must be between 18 and 54 years of age.

3. Must be head of a household or single and self-supporting

4. Must be unemployed with the last years income within the Federal Guidelines. (See Below)

Federal Income Guidelines

Family Size	Economically Disadvantaged
1	$ 2,970
2	4,270
3	5,860
4	7,230
5	8,540
6	9,980
7	11,420
8	12,860
9	14,300
10	15,740

For families larger than 10 persons, $1,440 should be added to the 10-person level for each additional person in a family.

Enrollment of Applicants:

There are many people eligible for the services of our program. Unfortunately, we do not have enough funds to enroll every eligible person who applies.

We enroll those applicants who have needs that our program can meet in the relatively short time we have to work with them. We try to select applicants who have a need for our services and most importantly those who are really serious about becoming a permanent full time employee of a local business. We are not funded to provide temporary or part time job opportunities for our clients.

The Employability Development Team:

This program uses a team approach to providing these services to our clients. The Employability Development Team (E. D. T.) consists of three staff. These three staff are:

1. Employment Couselor - This staff person is responsible for the overall coordination of the client's movement through the program. This staff person makes decisions about which applicants for services will be enrolled in the program. The counselor also develops and documents the Employability Development Plan (E.D.P.) with the client. The counselor provides employment counseling to help the client learn more about themselves and how they can best fit into the labor market.

2. The Caseload Coordinator (CLC) - This staff person has the role of providing supportive services to the clients of the team. The CLC provides the first in-depth interview for applicants to the program. The CLC documents information on work history, educational levels, and the hopes and desires of the program applicant. The CLC also processes the large amount of paper records required by the agency and maintains the client's file. The CLC may also provide help in scheduling clients to testing, interviews and sometimes must locate clients who miss interviews.

3. The Employment Representative (Job Developer) - This staff person has the major responsibility for the placement of our clients in permanent full time employment. This involves interviewing the client, doing specific job referrals and possibly writing on-the-job training contracts for their clients.

TABLE IV

College of Marin

College Youth Community Conservation and Improvement Project

The Center for Independent Study, a component of the Special Services Department, at the college serves over 400 students per semester in the areas of basic skills, remedial reading, GED Preparation and other remedial non-credit classes. An increasing number of referrals are now also being made to our Learning Disability Progra. This program is designed to offer services to clients who function at an eighth grade or below level but who have the potential for normal performance. The populations mentioned above include referrals who are high school drop-outs, first time offenders, the disadvantaged and/or the disabled. For the purpose of this proposal, there are over 70 students presently enrolled in the program at the college who are no more than 19 years of age and who are CETA eligible.

Sixteen year old student have not been previously recruited to the college's special programs without a high school diploma or its equivalence. However, given an active recruitment program it is likely that this age group could attend while preparing for the high school proficiency test or the GED. Once completed, the student may then enroll in the credit program.

Most student to be served within this project are lacking in basic skills including such things as mathematics and oral or written communication skills. Without some specialized academic and vocational training this population may remain in the ranks of the unemployed or the underemployed indefinitely.

It is proposed, therefore, that a pilot project encompassing the following components be implemented to aid in correcting the deficiencies stated above and to provide the first steps in vocational orientation for this target population.

The program outlined is offered to introduce the student to the world of work. The student will be oriented toward goal definition, skill achievement and inclusion of all aspects of planning and evaluation of his/her vocational plan. Completion of the program may include acquisition of GED, passing of high school proficiency test, enrollment in a two-year vocational course or placemtn in full time employment through the placement office, as appropriate to the individual. The benefits to the community will be the establishment of a work force of young adults. These young adults, as a result of this project, will be able to realize their goal of productive, self-satisfying employment.

The program as projected will utilize the following inkind on campus resources to assist the clients as needed.

Center for Independent Study Audio-Visual Lab
Learning Disabilities Program
Disabled Students' Program
Career Resource Center
Women's Re-Entry Program
Testing Office
Placement Office
Human Services Program - Behavioral Science

College Youth Community Conservation and Improvement Project (continued)

Phase I: Academic and Counseling Component:

1. Testing for academic placement (Please see exhibit A for list of test.)

2. Individualized remediation plan:
to be assessed by Educational Coordinator providing short/term long/term goals and objectives with each student.

Implementation of Academic Plan

A. Individualized instructional assignments which include:
Series of mini-courses listed below:
(1) How to present oneself to a prospective employer
(2) How to develop job skills
(3) Job-career opportunities and requirements
(4) Individualized instruction in credit remedial courses
(5) Other credit instructional assignments as needed for each individual

B. Counseling Assistance and Support will include:
(1) Trained peer-counseling assistance
(2) Supervision and assistance by professional and intern counseling staff.
(3) Liasion with CETA staff concerning special problems and progress of each student.

Phase II: Vocational Training Component

Job placement in apprentice positions on campus. Some possible assignments will include:

(1) Electrical Aides
(2) Office and clerical aides
(3) Recreational aides
(4) Janitorial aides
(5) Instructional aides (A.V. - Media Lab, etc.)
(6) Duplicating aides
(7) Food Services aides
(8) Groundskeeper assistant
(9) Campus Police assistant
(10) Financial Aid trainee
(11) Bookstore trainee (Bookkeeping, Cashier, Management)
(12) Job Placement trainee
(13) Other assignments to meet individual needs

College Youth Community Conservation and Improvement Project (continued)

Phase III: Community Placement Component

As the student develops academic and job skills, a placement file will be prepared and maintained by the college placement officer on each individual. Involvement with community resources will enable staff to refer candidates to job placements in the community at large for permanent employment. Each student's file will contain the following:

1. Letters of recommendation form on campus supervisors
2. Statement or certification of completion of program
3. Other pertinent data on employment history of student that he/she may feel helpful.

The following budget projections are based on maximum nine months participation of each individual. If an individual completes the total program before the nine month period another person willlbe able to begin the nine month period cycle.

GLOSSARY OF TERMS UNDER THE CETA ACT

ARDM - The Department of Labor's Assistant Regional Director of Manpower or his designate having the responsibility for the area in which Prime Sponsor or eligible applicant is located.

Balance of State - The area within the jurisdiction of a State, as a Prime Sponsor or eligible applicant, which is not included in comprehensive manpower plan of another prime sponsor or eligible applicant.

CETA - The Comprehensive Employment and Training Act of 1973 which established a broad-based block grant program of employment and training and related activities.

Allocation - The distribution of funds among Prime Sponsors or eligible applicants according to the formulas contained in CETA.

Block Grant - A consolidation of functional programs into one grant in which grantees are eligible through formula or through an application process.

Community-based organization - Organizations which are representative of communities or significant segments of communities which provide manpower services (for example, Opportunities Industrilization Centers, Urban League, Jobs for Progress, Mainstream, Community Action Agencies and other community organizations).

Consortium - Consortium shall mean an entity formed by an agreement among local units of government, (consistent with the requirements of 95.3) to plan and operate a comprehensive manpower Program under the Act.

Contractor - Contractor shall mean any person, corporation, partnership or similar entity or a public agency, which enters into a contract with the department, with a grantee, or with a subgrantee under the Act.

Economically Disadvantaged Person - A person who (1) is a member of a family which receives cash welfare payments under Federal State or local welfare programs; (2) Is a member of a family which has a total family income, which in relation to family size does not exceed the poverty level determined in accordance with criteria established by the office of Management and Budget or 70% of the lower living standard income level, whichever is higher.

The Employment Service - The U. S. Employment Service acts as a labor exchange to match workers seeking employment with available jobs. Job seekers come to local ES Offices and are referred to fill job orders given to the ES employers. ES staff interview applicants, refer them to appropriate openings and sometimes provide job counseling and other services. The employment service has a Federal-state structure.

The Federal government makes grants to SESA's to run the employment service, unemployment insurance (UI), and other manpower programs in their states. In fiscal year 1976, $532 million in Federal funds were appropriated to support the Employment Service in 50 states and four other jurisdictions. There are about 2500 local employment service offices with about 30,000 Federally-paid staff nationwide. An additional 400 offices provide unemployment insurance services only. How completely the two programs are integrated varies with the state and locality. In fiscal year 1976 ES Offices registered 15 million job applicants and made 5.2 million job placements involving 3.4 million individuals.

Although the basic mission of the employment service is job placement the program has a number of other responsibilities under various laws, executive orders and agreements with other agencies. The most important are reinforcement functions, relating to job applicants and employers, who use ES services.

SESE - State Employment Security Agencies affiliated with the United States Employment Service. The term includes the system of public employment service offices and Unemployment Insurance Offices.

Level of sustainment - The number of Title II and Title VI slots which the prime sponsor may sustain throughout FY 1977, that is, the number of slots which the program contained on June 30, 1976, or in October 31, 1976, whichever was higher.

Grantee - Any individual or organization, including a prime sponsor under Title I or Title III of the Act, or an eligible applicant under Title II or Title VI of the Act which receives a grant from the department to establish or operate any program or activity under the Act.

Grant Allotment - Shall mean the total amount of funds planned at any given time to be granted to a prime sponsor or eligible applicant for any fiscal year under Title I or Title II of the Act.

Health Care - Includes but is not limited to preventive and clinical medical treatment, voluntary family planning services, nutritional services, and appropriate psychiatric, psychological and prosthetic services, to the extent any such treatment or services are necessary to enable a participant to obtain or retain employment under the Act.

Indian tribe - Shall mean a tribe, group or band of American Indians or Alaska Natives identified on the basis of historical, geographical or cultural characteristics, or subpart of such a tribe, group or band.

Low-income level - A definition used only in the allocation of funds under Title I, shall mean an annual income of $7,000 with respect to income in 1969; for any later year it shall mean that amount which bears the same relationship to $7,000 as the Consumer Price Index for that year bears to the Consumer Price Index for 1969, rounded to the nearest $1,000.

Offender - Offender shall mean: (A) Any person who is or has been confined in any type of correctional institution, or assigned to a community based facility, or who is or has been subject to any stage of the judicial, correctional or probationary process. (B) Any adult or juvenile who is confined in any type of correctional institution and also includes any individual or juvenile assigned to a community based facility or subject to pretrial, probationary, or parole or other stages of the judicial correctional or probationary process.

To qualify for manpower services, the individual training and services must be referred (or deemed likely to require and benefit from such services) as determined by the Secretary, after consultation with judicial, correctional probationary or other appropriate authorities.

Participant Community - The group of groups of people to be served by a program or program activity; for example, the unemployed, persons of limited English speaking ability, seasonal farm workers either migratory, non-reservation Indians, and economically disadvantaged.

Poverty Level - Shall mean the annual income below which families are considered to live in poverty, as determined in accordance with criteria established by the Director of the Office of Management and Budget.

Public service - Service normall provided by government and includes, but not limited to work in such fields as beautification, conservation, crime prevention and control, education, child care, environmental quality, fire protection, health care, housing and neighborhood improvements, manpower services, parks, street and other public safety, recreational, rural development, solid waste removal, transportation, veterans outreach, and other fields of human betterment and community improvement.

It includes part-time work for individuals who are unable to work full-time because of age, handicap or other factors. It includes building and highway construction work. This work may be performed under the auspices of a private profit-making organization.

Significant segments - Those groups of people to be characerized, if appropriate by racial or ethnic, sex, age, occupational or veteran status, which causes them to generally experience unusual difficulty in obtaining employment and who are most in need of the service provided by the Act. Included within this definition is the category of Displaced Homemaker.

Placement - The hiring into unsubsidized employment (a manpower program participant) of an individual referred by the prime sponsor or its subgrantee or contractor, providing that the prime sponsor, subgrantee or contractor completed all of the following steps: (I) Made prior arrangements with the employer for referral of an individual or individuals; (2) Referred an individual who has not been specifically designated by the employer; (3) Verified from a reliable source, preferably the employer, that the individual has entered on a job; and (4) Recorded the transaction on an employer form or other appropriate form.

RA - Means the Department of Labor's Regional Administrator for Employment and Training Administration or his designated agent, having the responsibility for the area in which a prime sponsor or eligible applicant is located.

Rate of unemployment - Shall mean the number of unemployed persons, as a percentage of the total number of persons in the civilian labor force, as determined by the Secretary. (The Secretary of the United States Department of Labor, or his designee.

Professional work - Work performed by an individual acting in a bona fide professional capacity.

On-the-job training (OJT) - On-the-job training refers to training conducted in a work environment, and designed to enable individuals to learn a bonafide skill or to qualify for a particular occupation through demonstration and practice. Training is designed to lead to the maximum development of the participant's potential and economic self-sufficiency. OJT is not a new concept; it is a form of training that has been used since work began. However since the advent of Manpower Development and Training Act (MDTA) of 1962, interest in the study of OJT has greatly increased.

Prime Sponsor - A unit of government, combinations of units of government, or a rural concentrated Employment Program grantee, as set forth in the Act which has entered into a grant with the Department of Labor to provide comprehensive manpower services under CETA. Have total management of their manpower programs which includes, planning, operating and self evaluation.

Subgrantee - Any government unit or private nonprofit agency which receives a grant from a prime sponsor, grantee, or eligible applicant under the Act.

Unsubsidized employment - Employment not financed from Federal funds, provided under the Act.

Wagner-Peyser Act - An act to provide for the establishment of a national employment system and for cooperation with the States in promotion of such system, and for other purposes, approved June 6, 1933.

Program Fact Sheet

U.S. Department of Labor
Employment and Training Administration
Office of Information

April 1977

Apprenticeship

Authority: The National Apprenticeship Act of 1937.

Operation: Apprenticeship is a system of training in which a worker learns on the job the practical and theoretical aspects of the work done in a skilled occupation, craft, or trade. Programs are conducted by employers, often jointly with labor unions; related instruction is usually given in local vocational schools or in privately owned facilities.

Training periods range from 1 to 6 years, with most trades requiring 3 to 4 years. Apprentices are paid while they train, usually at progressive rates from a starting wage of about half the skilled craftworker's rate up to 90 percent of full pay near the end of their apprenticeship.

A few of the skilled trades in which apprentices are found are automotive mechanic, baker, butcher-meatcutter, all the building and construction trades, compositor, electronic technician, patternmaker, machinist, optical technician, lithographer, and medical and dental technician. There are many more -- a total of about 425 apprenticeable trades, including all the specialized jobs within certain occupations.

Administration: The Bureau of Apprenticeship and Training (BAT) of the Employment and Training Administration, Department of Labor, sets standards, registers programs and deregisters them if they fail to meet prescribed standards, approves State apprenticeship agencies or councils as suitable to register local apprenticeship programs for Federal purposes, and issues certificates of completion to apprentices.

Funding: In 1977, the budget for the National Apprenticeship Program is $12,723,000. The budget requested for 1978 is $13,076,000.

Enrollment: During 1976, an estimated 360,000 apprentices were in training in registered programs including approximately 240,000 in the federally serviced workload, where more than 2,500 new apprenticeship programs were developed during the year for a year-end total of 22,200. Nearly 40% of apprentices were veterans and 17% were minority group members in 1975, the latest year for which these statistics were available.

Results: At present, about 90 to 95 percent of apprentices completing training are continued in their jobs with starting wages well over $4 per hour.

New Initiatives: The Department of Labor has embarked upon a program to more than double its expenditures on apprenticeship; to establish it solidly in jobs beyond the traditional construction industry, such as jobs in health care, auto repair, mining, petroleum, and government; and to increase skill opportunities for veterans, minorities, and women. The program has five major initiatives.

- Strengthening the Apprenticeship Concept. The goal is to make apprenticeship the basic avenue for acquiring skills in industries where it doesn't exist or where it is underutilized.

- Establishing Community Apprenticeship Councils. These councils, in large metropolitan areas, will be eligible for grants to bring together labor and business leaders, educators, and other concerned citizens to support apprenticeship, particularly for small employers and the unions representing their workers.

. Nationwide Promotion. In areas such as health care, local organizations will be encouraged to set up apprenticeship programs and to serve as conduits for reimbursement of training costs.

. Expanded Federal Participation. The Federal Government -- an employer of more than 2.5 million people -- will be urged to take the lead in apprenticeship training.

. Improving the Federal-State Apprenticeship Partnership. The aim here is to achieve the highest possible standards of training by upgrading both the quantity and the quality of the joint effort.

Eligibility: Generally, men and women not less than 16 are eligible for apprentice training. Applicants must be physically able to do the work of the trade and pass an entrance examination. For some trades -- but not all -- they may be required to have a high school diploma or a General Educational Development (GED) certificate. Veterans may add their years of service and experience to program requirements.

To Apply: Contact an Apprenticeship Information Center, Bureau of Apprenticeship and Training (see U. S. Government listing in telephone book); a local Job Service office of the state employment service or a state apprenticeship agency (see state government listing in telephone book); or a joint apprenticeship committee, union, or employer for the craft involved (usually listed in both the regular and yellow pages of the telephone book under the name of the firm or union).

For Further Information: Contact the Bureau of Apprenticeship and Training, Employment and Training Administration, U.S. Department of Labor, Room 5000, 601 D Street, N. W., Washington, D.C. 20213, or the Office of Information, Room 10406 at the same address, telephone (202) 376-6905. Or call any of the 10 regional offices of the Department (Boston, New York, Philadelphia, Atlanta, Chicago, Kansas City, Dallas, Denver, San Francisco, and Seattle), referring to local telephone directory for address and telephone number.

INTERVIEW QUESTIONNAIRE TO USERS
OF EMPLOYMENT AND TRAINING ADMINISTRATIVE FUNDS (TA)
OF THE U.S. DEPT. OF LABOR

I. ADVISORY COUNCIL
- a. What is the composition of the Advisory Council for CETA?
- b. How are members selected?

II. ADVISORY BOARD
- a. How is the Council's advisory board established?
- b. What are its functions, role and responsibilities?

III. PRIME SPONSOR
- a. Who is eligible to be a prime sponsor?
- b. How are dollars allocated to the prime sponsor?
- c. Who is the prime sponsor?
- d. How was the prime sponsor selected?
- e. Under what conditions can a prime sponsor reallocate fiscal responsibility to another agency?

IV. SUBCONTRACTORS
- a. How are subcontractors selected?
- b. To whom are they responsible?
- c. Are agreements formal/informal? (describe)
- d. Is the subcontractor allowed to serve as a broker for services?
- e. Are any community colleges used as subcontractors/brokers?

V. CONTRACTS
- a. How are terms of a contract established?
- b. Is a two-year contract feasible?
- c. What are requirements for refunding?
- d. Do you have any programs that are 15 months or longer?
- e. Do you have any program greater than 40 hours per week?
- f. How are program standards established?
- g. What are the funding timelines?
- h. How are program costs estimated?
- i. Describe the contractor's responsibility.
- j. What is the approval process?
- k. How are programs evaluated?
- l. Who is responsible for classroom training?
- m. Is it funded?
- p. Is administrative overhead allowable?
- q. What supportive services are supplied?
- r. How are needs for services determined?
- s. How are they funded?

VI. COORDINATION
- a. What types of CETA training programs are being funded in public and private institutions?
- b. How is the 50 percent vocational educational allocation being administered?
- c. Who decides?
- d. What types of CETA relationships and involvements exist with public vocational education?
- e. How is the needs assessment conducted to establish educational programs?

VII. COMMUNITY COLLEGES
- a. What reco mmendations would you make to t

VII. COMMUNITY COLLEGES

a. What recommendations would you make to a community college wishing to establish a CETA program?

b. Who determines the qualifications of CETA administrative personnel in a community college?

c. Who determines the standards for services in a community college CETA program?

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